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Intelligence and Information Management in Jordan Customs:
Intelligence Modeling

Final Report

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Abstract

As part of the consolidation of the intelligence function in Jordan National Customs, an information management workshop was planned with a Customs operational area of high activity. The purpose of the workshop was to determine the benefits and potential barriers to information sharing and dissemination for intelligence analysis purposes, as outlined in the December report[1] on intelligence. One of the main conclusions of the field work undertaken as part of that consultancy, its recommendation and timing for implementation is as follows:

Intelligence Unit to undertake information collation and analysis pilot to highlight functional ability, services and value.	One Customs operational area to be identified.	Timing: ASAP

Various Customs centers were nominated in Jordan, with final agreement being reached to conduct the information management pilot at the Jaber Customs Center (Syrian border control). In consultation and agreement with the Director, Jaber Customs Center (Hazem Kharaibeh), intelligence staff assessed the viability and potential of Jaber information management systems, reporting, data access to National Customs Intelligence staff and report dissemination arrangements.

The pilot workshop was most beneficial to all stakeholders. After planning, consultation and assessment, the Director of Jaber Customs Center agreed to collect, store and disseminate information for intelligence collation and analysis. As an adjunct to implementing liaison and networking relationships, intelligence staff were subsequently invited to attend the Jaber Customs Center to assess and analyze current information holdings and suggest future data collection and dissemination improvements.

This important development provides the initial impetus and drive for intelligence staff to replicate this strategy with other Customs areas throughout Jordan, with the long-term plan to incorporate all operational areas in the information network. As an added benefit, intelligence staff were requested to analyze and assess a recent major prohibited import detection to determine the extent, magnitude, risk and likelihood of future attempts to abuse Customs law. This detection has major risk implications for Jordan nationally and will provide insights to future import and export threats, as well as providing invaluable evidence to Jordan risk management on future product and entity risks at Customs borders and control centers.

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[1] Intelligence and Information Management in Jordan Customs prepared for AMIR by Michael Krstic, December 2003

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1   Executive Summary

As part of intelligence function development, the roles and responsibilities of intelligence staff must be reinforced during the embryonic stages of consolidation. Besides formal agreement of the Intelligence Business Plan and Policies and Procedures, it is necessary for the unit to concurrently build networks and market their services.

In these early stages of the creation and consolidation of the Jordan National Customs Intelligence Unit, trained intelligence analysts had already achieved impressive results, including identification of a major tobacco smuggling operation at the al-Omari Customs Center (Saudi Arabian border). Whilst the information and analysis had demonstrated an invaluable service to Customs clients, information referral, storage, analysis and dissemination arrangements were very *ad hoc*.

As such, consistent and nationally agreed information sharing and referral guidelines are required to maximize effort, resources and results. A critical aspect in developing consistent and nationally accepted guidelines is the identification of a model strategy with an appropriate Customs center to identify strengths and weaknesses, and implement national programs throughout Jordan to build a national information network.

As part of this modeling, a pilot information management workshop was planned. In selecting the pilot site the primary criteria used were (1) a Customs operational area of high activity and (2) with management willingness to cooperate to determine the benefits and potential barriers to information sharing and dissemination for intelligence analysis purposes, as outlined in the December report[2].

	One Customs operational area to be identified.	Timing: ASAP
Intelligence Unit to undertake information collation and analysis pilot to highlight functional ability, services and value.		

Various Customs centers were identified and nominated, with final agreement being reached to conduct the information management pilot at the Jaber Customs Center (Syrian border control). In consultation and agreement with the Director, Jaber Customs Center (Hazem Kharaibeh), intelligence staff assessed the viability and potential of Jaber information management systems, reporting, data access to National Customs Intelligence staff and report dissemination arrangements. The pilot workshop was conducted on 2 December 2003 and proved to be most beneficial to all stakeholders.

After planning, consultation and assessment, the Director of Jaber Customs Center agreed to:

?   Collect and store information for intelligence analysis.

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[2] [2] Intelligence and Information Management in Jordan Customs prepared for AMIR by Michael Krstic, December 2003

      o   Information is currently collected vide truck driver cards, infraction and detection reports and memos to Customs senior management on issues of concern and detection.

?   Disseminate information to intelligence for analysis
      o   To be arranged by agreement and will consider telephone, email, manual and electronic reports.

?   Invite intelligence analysts to assess and evaluate current information management systems to improve data flows and improve networking and liaison.
      o   This will identify streamlined and efficient information sharing and dissemination arrangements of benefit to all stakeholders.

?   Request intelligence staff to conduct analysis and assessments on detections and infractions.
      o   This includes referral of a recent major prohibited import detection at the container X-ray facility to determine strategic threats to Jordan Customs, as well as identifying the magnitude and extent of such illegal behavior, and identification of future targets for Customs and security interest.

After planning, consultation and assessment, the Manager of the Intelligence Unit agreed to:

?   Plan visits to the Jaber Customs Center to assess and evaluate current information management systems to improve data flows and improve networking and liaison.
      o   Streamlined and efficient information sharing and dissemination arrangements, when identified, will be discussed with the Director of Jaber Customs Center to determine feasibility and benefit to all stakeholders.

?   Conduct analysis and assessments on detections and infractions.
      o   This includes analysis of a recent major prohibited import detection at the container X-ray facility to determine strategic threats to Jordan Customs, as well as identifying the magnitude and extent of such illegal behavior, and identification of future targets for Jaber Customs and security interest.

These important initiatives and breakthroughs provide the basis for future information network models and pilots to ensure a rapid development of analytical functions, timely analytical responses to detections, and maximization of data analysis and threat identification capabilities. Once the Jaber Customs Center pilot is completed, it is recommended that a series of rolling pilots be implemented to integrate a national information management strategy. Areas considered of high priority are the Aqaba Customs Center, because of it's waterfront importance and relevance, and the Queen Alia Air Cargo Customs Center, due to the importance and relevance of the airport. Once these three pivotal areas are included in the information collection, storage, analysis and dissemination network, all other areas of Jordan Customs can be rapidly accommodated from an Intelligence analysis customer service perspective

2   Background

Globally, governments require Customs organizations to improve effectiveness and facilitate business and industry, and concurrently apply sufficient controls to protect revenue and the community against illegal activity.[3] This objective is achievable using a risk managed approach to decision-making based on qualitative and quantitative information collation, analysis, and reporting.

Of special relevance and impact is the commitment and obligation of the Government of Jordan and Jordan National Customs to specific trade agreements.[4] These include the World Trade Organization, the World Customs Organization (WCO), the European Union-Jordan Association Agreement, the Arab Free Trade Agreement, the United States-Jordan Free Trade Agreement and international arrangements through Qualified Industrialized Zones (QIZs) and the Aqaba Special Economic Zone (ASEZ).   All these agreements require increased levels of trade facilitation in an environment of increased security and control risks.

Intelligence has been recognized internationally as a critical component of threat and risk management in an ever-increasing challenging environment.[5] Issues such as the underground economy, sophisticated criminal activity, profitability at 'all costs', arms trafficking, drugs, terrorism, and manipulation of in-transit and financial systems create many problems for Customs jurisdictions. It is agreed that information is the 'life-blood' of private and public sector organizations and as such, Jordan Customs is well placed to take advantage of recent initiatives and demonstrate an understanding, capability, and intention to deal with such issues.[6]

Of particular relevance is the commitment of Jordan Customs to the WCO 'Kyoto Convention' covering Customs Control issues. In the General Annex of the Convention, Risk Management (Section 6) and Supporting Infrastructure (Section 8) guidelines state that Customs intelligence functions are required to play a pivotal role in the collection and analysis of information to identity risk targets and support a centralized intelligence capability to allow for more efficient risk targeting.[7]

The Intelligence Unit provides an invaluable service to internal and external clients and stakeholders.   The following specific research reports have highlighted the critical role intelligence analysis provides:

?   'Managing Compliance in Jordan Customs', prepared by M. Harrison in September 2003 for the AMIR Program, highlights critical expectations of intelligence analysis to achieving objectives.

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[3] See Ministry of Finance Draft Strategic Plan 2004-2006.
[4] See 'The Jordanian Economy' prepared by Jordan Investment Banking and Capital Markets, May 2002.
[5] WCO, Kyoto Convention.
[6] Interpol, World Trade Organization, US Customs Service, US Department of Homeland Security, *et al*.
[7] WCO Kyoto Convention Chapter 6: Customs Control.

? 'Compliance Management Strategy', prepared by M. Harrison in September 2003 for the AMIR Program, reinforces a focus on risk management and intelligence targeting principles.

? 'Border Risk Management in Jordan Customs', prepared by J. Howard in October 2003 for the AMIR Program, highlights the mandatory and vital role of intelligence analysis and information management to achievement of goals and risk management objectives.

? 'Border Management in the Aqaba Special Economic Zone", prepared by J. Howard in September 2003 for the Aqaba Technical Assistance Program (ATASP), confirms the roles and functions of intelligence in recommendations and conclusions.

The intelligence function has therefore been established in Jordan. But it is only a basic framework, and the vital components of national acceptance, reinforcement and development will be a challenge to the Intelligence Unit as it markets, promotes and proves its value and effectiveness. Jordan Customs appears committed to pursuing the paradigm shift that will ultimately result in a self-assessment, intelligence driven and risk managed operating environment.

The successful Jaber Customs Center pilot reinforces and consolidates a national understanding of the role, responsibilities and value of Intelligence analysis. This pilot will accelerate information management and transfer arrangements, and expedite threat and detection analysis providing greater potential to recognize current threats as well as identify future targets for examination and inspection attention.

Once implemented, Jordan Customs can extend its national information management model to incorporate external partner and stakeholder agencies. With continued attention, drive and dedication, the Jordan Customs Intelligence Unit can be recognized as 'leading edge' and form the 'springboard' to expanding regional networking and liaison relationships.

4   Consultancy

This report was prepared in accordance with the Statement of Work agreed under activity number 555.01 Customs Institutional Development, Intelligence Unit Distance Mentoring. It covers the period 30 November to 3 December 2003.

The objective of this consultancy was to support the Intelligence Unit in continuing to develop a risk management capability through distance mentoring and in-country consulting. The consultant tasks were as follows:

?   Consult remotely with the Intelligence Unit to provide technical advice on using intelligence at the strategic, operational and tactical levels for Jordan Customs to develop policy and agreed methodology.

?   Design, develop and deliver a module of training for National Customs intelligence analysts that meets internationally recognized standards and provides staff with the skills to undertake threat assessments and to develop profiles and targets.

?   Review the intelligence methodology and make recommendations for improvements that are consistent with international best practice.

?   Provide technical advice to the Intelligence Unit for an action plan that outlines the key activities and deliverables that will be achieved by Jordan Customs after the external consultant has completed his inputs.

?   Provide assistance to the Intelligence Unit in developing and implementing intelligence data inputs and outputs through modification to current policies and procedures.

?   Advise on the implementation of the strategic intelligence plan.

5   Consultations

Consultations took place with the following people and groups during the period 30 November – 3 December 2003:

30 November   Director, Planning and Organization
              Manager, International
              Director, Risk Management Branch
              Manager, Intelligence

1 December   Director, Planning & Organization
              General Inspector, Intelligence
              Manager, Intelligence

2 December   Director, Jaber Customs Center
              Manager, Intelligence

3 December   Manager, Intelligence
              USAID (de-briefing)
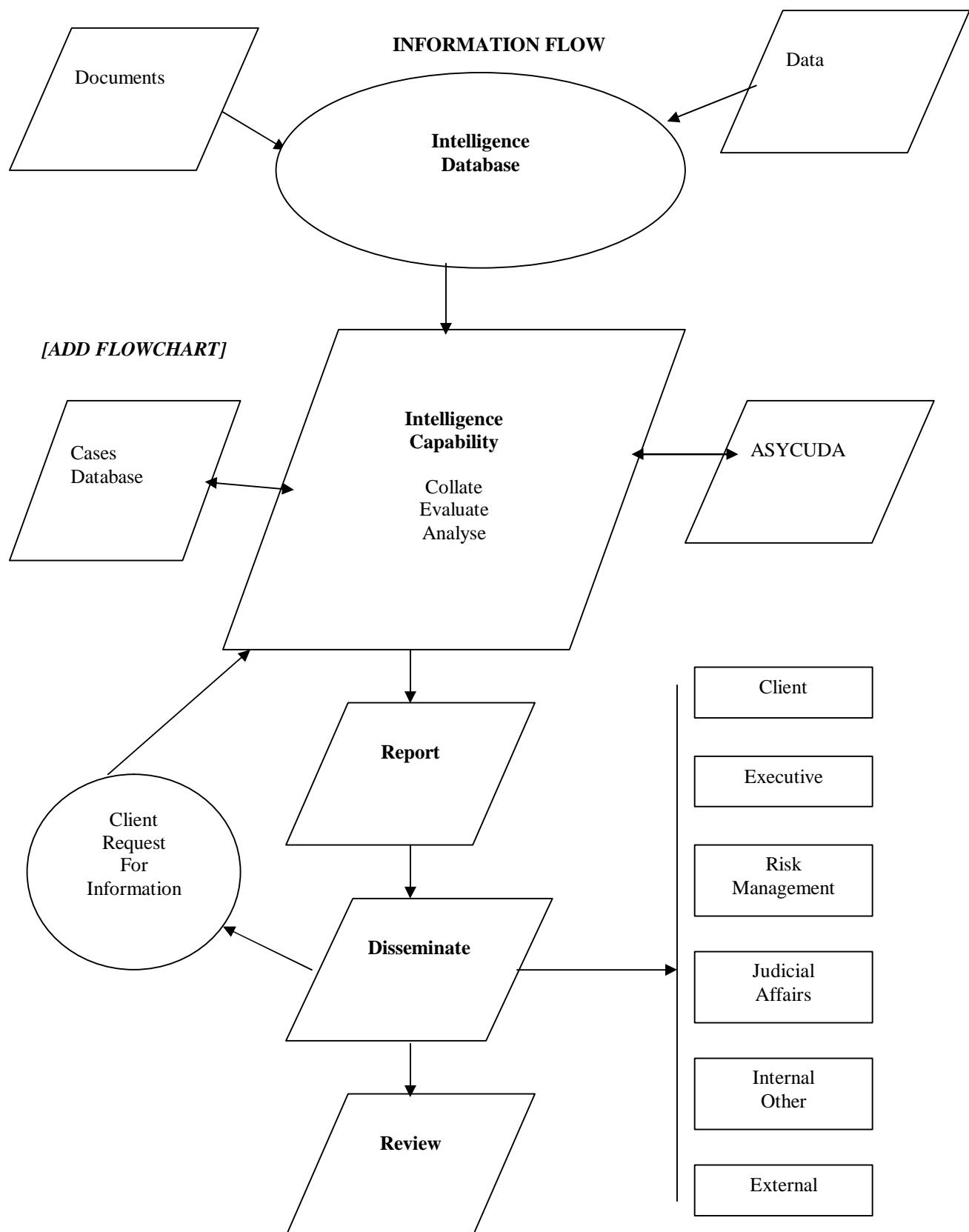
6   Recommendations

The Jordan Customs Intelligence Unit is in the early stages of development. To ensure the future success of the unit, the following actions are recommended (see Appendices):

1   Acceptance of information flows (see Appendix 1)

2   Agreement on the expansion of the Cases Database access provisions to accommodate national Customs Centers and control points (see Appendices 2 and 3)

Note: The current Cases Database is managed by Judicial Affairs and requires cases to be registered on the system. This is not an intelligence database but provides invaluable information to intelligence analysts for research purposes.   The Intelligence Unit currently has access to this database. Of critical importance is the design and implementation of an independent intelligence database for exclusive use by Intelligence (see Appendices 1 and 4).

3   Agreement and acceptance of the Jordan Customs Intelligence Action Plan to develop and consolidate the new function (see Appendix 4)

4   Agreement and acceptance of the Jordan Customs Intelligence Training and Staff Development Plan (see Appendix 5)

Annex 1:   Jordan Customs Intelligence Unit: Information Flows

INFORMATION FLOW

Documents

Data

Intelligence Database

[ADD FLOWCHART]

Intelligence Capability

Collate
Evaluate
Analyse

Cases
Database

ASYCUDA

Report

Client
Request
For
Information

Disseminate

Review

Client

Executive

Risk
Management

Judicial
Affairs

Internal
Other

External

Annex 2:   Jordan Customs Intelligence Unit: Current On-Line Access, Cases Database

The Judicial Affairs Cases Database currently provides on-line access to the following (for reporting of violations and smuggling cases):

Intelligence Unit (Amman HQ):   **Tel: (06)4647513**

Al-Karama (Iraqi) Customs Center: Tel: (02)6295288

Al-Omari (Saudi Arabia) Customs Center: Tel: (05)3838051

Amman Customs Center: Tel: (06)4772181

Airport (Queen Alia) Customs Center: Tel: (06)4452142

Al-Hussein Bin Abdullah II Estate Customs Center: Fax: (03)2356054

Aqaba Customs Center: Tel: (03)2012300

Wadi Araba (Dead Sea) Customs Center: Tel: (03)2019721

Wadi Yetem (Aqaba Border) Customs Center: Tel: (03)2042200

Al-Hasan Industrial Estate Customs Center (Irbid):   Tel: (02)295226

Jaber (Syria) Customs Center: Tel: (02)6254028

Customs Smuggling (Enforcement) Center: Tel: (06)5343109

Customs Risk Management (Amman):   Tel: (06)4619429

Annex 3:   Jordan Customs Intelligence Unit: Potential On-Line Access, Cases Database

The Judicial Affairs Cases Database currently provides On-Line Access to:

Intelligence Unit (Amman HQ):   **Tel: (06)4647513**

Al-Karama (Iraqi) Customs Center:	Tel: (02)6295288
Al-Omari (Saudi Arabia) Customs Center:	Tel: (05)3838051
Amman Customs Center:	Tel: (06)4772181
Airport (Queen Alia) Customs Center:	Tel: (06)4452142
Al-Hussein Bin Abdullah II Estate Customs Center:	Fax: (03)2356054
Aqaba Customs Center:	Tel: (03)2012300
Wadi Araba (Dead Sea) Customs Center:	Tel: (03)2019721
Wadi Yetem (Aqaba Border) Customs Center:	Tel: (03)2042200
Al-Hasan Industrial Estate Customs Center (Irbid):	Tel: (02)295226
Jaber (Syria) Customs Center:	Tel: (02)6254028
Customs Smuggling (Enforcement) Center:	Tel: (06)5343109
Customs Risk Management (Amman):	Tel: (06)4619429

The Judicial Affairs Cases Database has the potential to expand access provisions to the following:

King Hussein Bridge (PNA - Allenby Bridge)	Tel: (05)571361
Prince Mohammad Bridge (PLA–Damier Bridge):	Tel: (05)570006
Al-Sheikh Hussein Bridge (Israel–Jordan Valley Crossing):	Tel: (02)291689
Al-Mudawara (Saudi Arabia) Customs Center:	Tel: (03)2130970
Al-Ramtha (Syria Border) Customs Center:	Tel: (02)283007
Zarka Customs Center:	Tel: (09)982962
The Capital Post (Amman) Customs Center:	Tel: (06)4630294
Al-Quweira (Aqaba) Free Zone:	Tel: (03)2019960
Al-Sheidieh (Karak-Tafilah) Free Zone:	Tel: (03)2133822
Kerak Industrial Estate Customs Center:	Tel: (03)351063
Queen Alia Airport (Passenger) Airport (Amman):	Tel: (06)4452158
Al-Mafraq Customs Center:	Tel: (02)6231010

It is recommended access provisions be expanded to accommodate maximum users.

All such accesses will improve information flows and provide Intelligence analysts with more potential data for assessment and reporting purposes.

Annex 4:   Action Plan

Component	Action	Parties Involved

Functional Establishment	- Identify and implement Intelligence Database
	    a: Design new database
	    d: Agree on information capture fields and information required
	- Agree and approve Intelligence 'Policies and Procedures'
	    a: Agree on draft guidelines
	    b: Obtain approval from Border Management Committee and Customs executive
	    c: Distribute to all Customs staff (awareness and marketing)
	- Agree and accept Intelligence Business Plan
	- Agree on standard electronic and manual information report formats
	- Agree on functions of Intelligence Unit in relation to integrated approach with other current Customs areas of operation, including enforcement, risk management, judicial affairs, etc.
		- Jordan Customs Intelligence Unit
		- Judicial Affairs Directorate
		- Border Management Committee
		- Customs Executive
		- Jordan Customs Planning Directorate
		- Consultants

Product Development: Analyst Tools	- Identify analyst tools to enhance ability to identify illegal activity (i2 databases, Analyst Notebook, Flow Charter, Audit Command Language, data mining, data matching, etc.)	- Jordan Customs - Intelligence Unit - Consultants
Resources: Skilling	- Design and deliver analyst training and information management training - Design and deliver associated staff training packages (tactical, operational and strategic intelligence, ethics, integrity, surveillance, security, legal issues, access, disclosure, networking, MOUs, Service level Agreements, International Mutual Assistance Agreements)	Jordan Customs: General Administrative Inspector, staff and relevant stakeholders Consultants
Resources: Equipment	- Identify Office, equipment, computers, supplies, transport, databases, etc. - Carry out impact assessment and evaluation plan for each phase.	- Jordan Customs - Intelligence Unit - Consultants - Intelligence Unit - Consultants

Annex 5:   Training & Staff Development Plan

To complement the intelligence capability, a draft program of training and staff development needs has been identified, outlined in the following schedule defining the way ahead.

Task	Target Audience	Timeframe
Undertake a Customs Intelligence awareness workshops Obtain 'Sign-Off' on Business Plan and 'Policies & Procedures'	Customs Directors Border Management Committee	ASAP
Conduct skill/competency assessments for Intelligence staff and Customs analysts	Intelligence Unit staff and Customs analysts	ASAP
Jordan Customs to agree an appropriate Intelligence Database, including access to Judicial Affairs Cases Database	Intelligence Unit	ASAP
Intelligence Unit to develop a marketing, promotion plan (subsequent to 'Sign-Off' by BMC) and design Awareness Programs	Intelligence Unit	ASAP
Intelligence Unit to Identify tools, equipment and systems required to enhance analytical capability	Intelligence unit and Customs analysts	ASAP
Intelligence Unit to be trained in tools, equipment and systems	Intelligence Unit	ASAP
Intelligence Unit to deliver Intelligence Awareness sessions, including information reporting requirements to all Customs operational areas	All Customs operational areas	ASAP
Intelligence Unit to undertake information collation and analysis pilot to highlight functional ability, services and value	**One Customs operational area to be identified**	**Completed**
Intelligence Unit to deliver awareness sessions to private enterprise agencies, including Customs brokers and importers	Intelligence Unit	ASAP
Intelligence Unit to deliver awareness sessions to government agencies, including General Intelligence, JISM, Agriculture, Trade, Health, Environment, etc	Intelligence Unit	ASAP
Intelligence Unit to be trained in operational analysis and reports	Intelligence Unit	ASAP
Jordan Customs staff to be trained in completion, input and referral of electronic and manual information reports	Intelligence Unit	Ongoing
Intelligence Unit to be trained in strategic analysis and reports	Intelligence Unit	ASAP
Intelligence Unit to be trained in understanding Risk Management concepts and contribution to risk identification and assessments	Intelligence Unit	ASAP
Intelligence Unit to be trained in ongoing analysis techniques to refine monitoring and targeting	Intelligence Unit	ASAP

Intelligence Unit to be trained in Analyst Notebook analytical tools when software and programs available	Intelligence Unit Customs Analysts	TBC
Intelligence Unit to initiate a network of analysts to meet on a regular basis, issue Newsletters, exchange idea sand views and generally apply an integrated approach to information management	Intelligence Unit	ASAP
Intelligence Unit to be trained in understanding knowledge management principles, in particular the critical importance of learning organizations to maximize use of information and data (to assist executive decision makers	Intelligence Unit	Ongoing
Intelligence Unit to train and educate Jordan Customs staff in analysis and information management (train-the-trainer principles)	Intelligence Unit	Ongoing
Intelligence Unit to conduct a Customs Border or Control Center Pilot to initiate information management, analysis, targeting and reporting models and strategies to highlight Intelligence capabilities and stakeholder benefits	Intelligence Unit	Ongoing
Intelligence Unit to conduct a Customs Border or Control Center Pilot to initiate information management, analysis, targeting and reporting models and strategies to highlight Intelligence capabilities and stakeholder benefits	Intelligence Unit	Ongoing
Intelligence Unit to be trained in development of a Request For Information (RFI) system allowing clients to request Intelligence services	Intelligence Unit	ASAP
Intelligence Unit to be trained in evaluation and feedback mechanisms to identify weaknesses and scope for improvement	Intelligence Unit	ASAP
Intelligence Unit to be trained in delivery of a range of visitation programs to make clients and stakeholders aware of information referral principles and ability to deliver services	Intelligence Unit	ASAP